

Southern Alberta 2013 Floods

The Provincial Recovery Framework

FLOOD RECOVERY TASK FORCE



Foreword

Unprecedented events require unprecedented responses, and this is certainly the situation Alberta finds itself in after devastating flooding took place in Southern Alberta in mid-June, 2013.

The area directly impacted by the flooding spans 55,000 square kilometres, resulted in evacuations of almost 100,000 people and 10,000 homes and saw impacts to a substantial amount of infrastructure that supports Albertans' quality of life – including water treatment facilities, hospitals, schools, bridges, roads, businesses, recreation sites, and so much more. The scope, scale and sheer speed of Alberta's June floods resulted in the first-ever State of Provincial Emergency in Canada.

Since that time, the Government of Alberta has been working to respond to the immediate threats to our citizens and to stabilize our infrastructure and communities. We've been assessing the overarching impact to our province and communities, and setting a path for recovery.

Our goal is to ensure Alberta and our communities can return to some normalcy, what we often call 'business as usual', as quickly as possible. Achieving this goal will require a substantial effort from, first and foremost, the people affected by these floods and their communities. We want to ensure they have the support and resources needed to undertake these substantial recovery efforts. This is the purpose of the Provincial Recovery Framework (the Framework).

The Framework describes how the Government of Alberta will support our local communities in their recovery efforts. It builds on lessons we've learned from natural disasters around the world and here in our province to establish a recovery vision and put in place the building blocks to achieve it.

Since the onset of the flooding, Albertans have witnessed the incredible community spirit that defines Alberta and local leadership through both initial emergency response and the recovery efforts. The Government of Alberta wants to do everything in its power to enable the people behind these efforts, and help sustain them through the return to the new 'business as usual'. We already know Alberta's recovery work is going to be a long-term process, and we must be prepared to be adaptive, support our people and respond to Albertans' and Alberta's changing conditions and needs. For this reason, this Framework is a work in progress that must, and will be updated as we move forward, learn from our experiences and, together, support the social, environmental and economic recovery of our province, communities, industries and families.

Honourable Doug Griffiths
Chair, Ministerial Flood Recovery Task Force

July 18, 2013

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The Impact

In June 2013, large areas of Southern Alberta experienced a deluge of heavy rainfall that caused disastrous levels of flooding. The scale and impacts of the flooding are unprecedented in Alberta, and resulted in the first ever State of Provincial Emergency to be declared in Canadian history. During the height of the events, and the first few days after June 20, 2013, there were 29 local states of emergency declared in the province.

The communities directly impacted encompass a 55,000 square kilometer region in Southern Alberta. The flooding affected more than 100,000 people and approximately 10,000 homes. It also caused significant damage to roadways, impacted critical infrastructure, including water treatment and waste water treatment facilities, hospitals and schools, devastated businesses, and required both the evacuation of and closure of indoor and outdoor recreation locations.

At the onset of the floods, the immediate focus was the safety and health of the people in the affected areas and stabilizing critical infrastructure and the environment. In the hours and days that followed, the focus also extended to recovery. It is now clear Alberta will be working through stages of recovery, recognizing that some of the affected areas will require substantial reconstruction and some industries in the affected areas will require revitalization.



Figure 1: Impacted Flood Region

The Provincial Recovery Framework

The Framework is designed to support four stages of recovery after a large-scale event – response, stabilization, intermediate recovery and long-term recovery. The Framework was developed to support Southern Alberta communities affected by the June 2013 flooding – from the onset of the flooding to the completion of long-term recovery efforts. It is built on a foundation of evidence related to natural disaster responses from around the world, including the approach used in the Lesser Slave Lake Regional Wildfire Recovery Plan.

The first two stages of the Framework – response and stabilization - began with the onset of the floods. There was a significant impact on homes, provincial infrastructure, transportation systems and economic activity. The scale and extent of the flooding posed immediate threats to people in the affected areas and critical infrastructure. There was an extremely high demand for emergency support

to the affected areas, and this work focused on protecting people and stabilizing essential services and infrastructure.

The immense amount of activity taking place in the local communities and the draw on resources across a 55,000 square kilometer area of the province required both provincial support and coordination. In Alberta, the Alberta Emergency Management Agency (the Agency) as part of the Ministry of Municipal Affairs, leads the response to threats to human life and stabilizing essential services and infrastructure. The role of the Agency is to enable and support the response and stabilization work taking place at the community level.

At the same time the response work is underway, the Government of Alberta started thinking about the effort needed to recover the affected areas. Recovery work is the latter two stages of the Framework, and focuses on intermediate and long-term timelines. The earliest phase of recovery work, known as intermediate recovery, begins as affected communities and people begin seeking and investing in opportunities to achieve normalcy and business as usual. This work requires substantial and sustainable planning and commitments of resources in the affected communities. It is also work that takes place outside of emergency response and, as such, there is a transition required within the Government of Alberta. As the government started planning for the recovery efforts, it designated a Flood Recovery Task Force (Task Force) and looked to its ministries to start developing recovery plans. It will be the Task Force and the ministries that enable, coordinate and support community recovery efforts in the intermediate term.

It is during the intermediate recovery period that affected communities and people require the most support, particularly as they begin to assess the impacts of the flooding, create action plans to right the impacts and draw on the resources necessary to do the work. As the recovery work proceeds, decisions are made and resources are assigned to the work, the requirement for provincial support lessens and gradually, over the long-term, the affected communities are able to resume business as usual.

Figure 2 is a visual representation of the Framework. The arrows at the top and bottom of the figure represent the state of events. The circles at the centre of the figure illustrate the nature and extent of the support provided by the Government of Alberta to local communities.

Response and Stabilization Highlights

On June 24, 2013, the Government of Alberta announced an initial \$1 billion of flood recovery and reconstruction funding.

As of July 9, 2013, nearly 36,000 emergency payments were made to displaced residents, with an estimated value of approximately \$62 million.

The Trans Canada Highway through Canmore, damaged during the flooding, was reopened to two lane traffic by June 26, 2013.

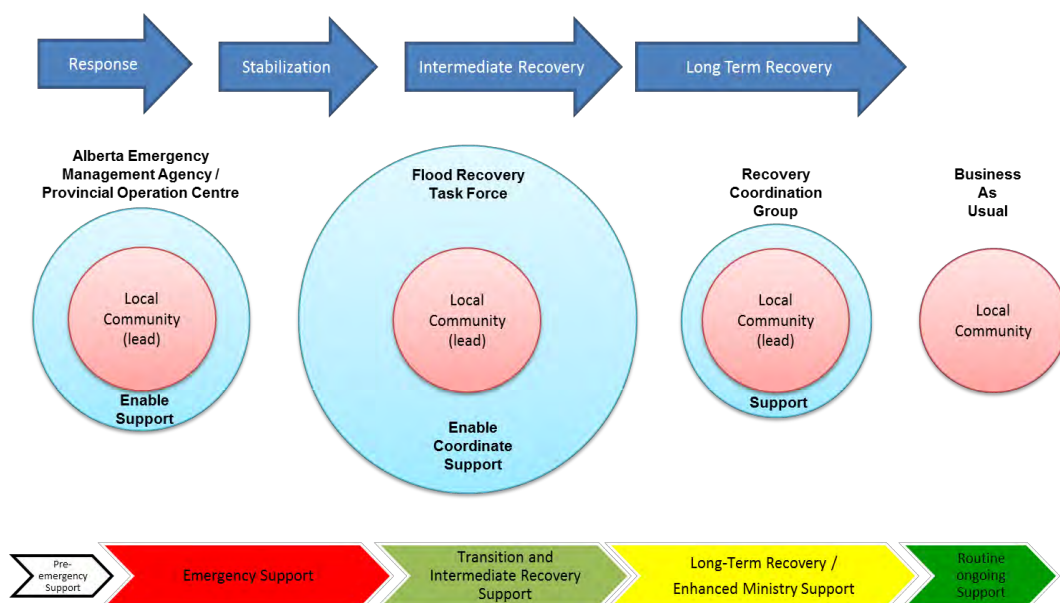


Figure 2: Provincial Recovery Framework

Actions to Date

The Government of Alberta moved into response at the very onset of the floods on June 20, 2013.

The Agency assumed the lead to provide an immediate response to threats to human life and to stabilize essential services and infrastructure. At the same time, planning started to enable the transition from emergency response into recovery operations. To lead the recovery efforts, Premier Alison Redford established a Ministerial Flood Recovery Task Force (Ministerial Task Force) that includes a ministerial group, chaired by the Honourable Doug Griffiths, Minister of Municipal Affairs, and an Assistant Deputy Ministers Flood Recovery Task Force (ADM Task Force), chaired by Andre Corbould.

The role of the Ministerial Task Force is to make timely decisions to support and coordinate the flood response. This group of ministers, which includes representation from the Ministries of Aboriginal Relations, Environment and Sustainable Resource Development, Health Services, Human Services, Transportation, Treasury Board and Finance, and Tourism, Parks and Recreation, operates with the authority to modify provincial policies, as deemed necessary, to ensure timely and meaningful action. Decisions made by the Ministerial Task Force are intended to enable and empower municipalities and First Nations to lead in their jurisdictions with unwavering support.

The role of the ADM Task Force is to support the Ministerial Task Force (illustrated in Figure 3) and coordinate the intermediate and long-term recovery efforts. The Chief ADM of the ADM Task Force (illustrated in Figure 4) reports to the Deputy Minister of Executive Council, Peter Watson, and to the Honourable Doug Griffiths, Minister of Municipal Affairs and Chair of the Ministerial Task Force. It is made up of a core team of Assistant Deputy Ministers from across the Government of Alberta, a recovery coordination team, a policy team, a planning team, a communications team and a support team.

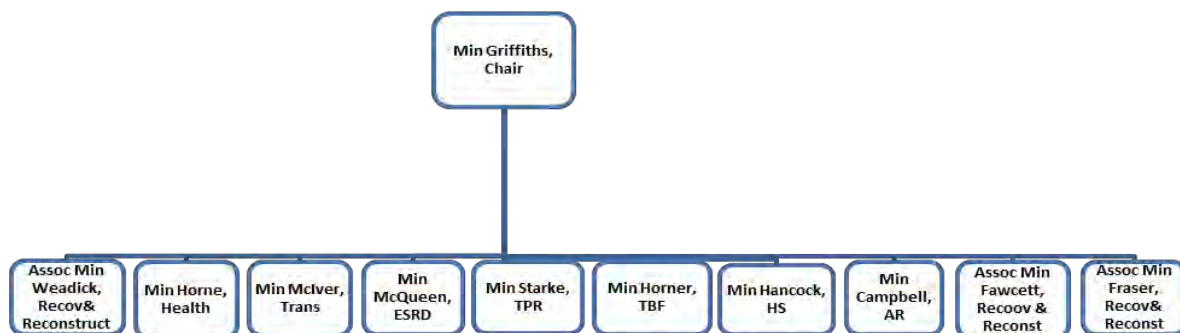


Figure 3: Ministerial Flood Recovery Task Force



Figure 4: ADM Flood Recovery Task Force

Premier Redford, in collaboration with her Cabinet, also established four priority objectives to guide Alberta's response to the floods and, looking forward, a vision for the end state of the province when the recovery work is complete.

The four priority objectives are:

- Ensure public safety and security in the affected areas.
- Minimize further damage to communities and environment.
- Timely and safe re-entry into communities and out of interim housing based on local conditions.
- Resumption of economic and business activity including market access and tourism.

The Endstate is:

“When the recovery effort is complete, Albertans will be proud of how they have not only preserved but enhanced our reputation and heritage.”

The work to ultimately reach the end state vision started with the first three objectives, which align with stages one and two – response and stabilization – of the Framework. The Agency took the lead on the first three priority objectives. As the Agency focused on emergency response operations, the Task Force started planning ahead toward the transition to the fourth objective.

One of the Task Force’s first deliverables was the 2013 Alberta Floods Recovery Transition Framework, which was put in place to guide the government’s transition from the Agency’s response operations to recovery work led by the appropriate government ministries. The Task Force is also responsible for the creation of this Recovery Framework, and will coordinate Alberta’s flood recovery efforts and support municipalities, First Nations, industry and citizens with their efforts. Its work will be achieved in accordance with Alberta’s recovery vision and goals.

Flood Recovery Vision

“Honour Albertans by supporting the social, environmental and economic recovery of the province and its communities, industries and families to provide a healthy and resilient Alberta for current and future generations. “

Flood Recovery Goals

- Ensure affected communities have the information necessary to support their residents and community recovery efforts.
- Connect affected communities and people with appropriate funding and recovery supports to enable them to recover from the impacts of the floods.
- Initiate processes through statutory and regulatory requirements, or other avenues, to ensure effective flood hazard mitigation and response strategies are in place to protect existing and future public/private infrastructure against potential damage.
- Revitalize the economies of the flood impacted region.
- Rebuild provincial infrastructure, transportation and recreation facilities.

Resourcing the Recovery Goals

The Government of Alberta has made an initial commitment of \$1 billion to flood recovery efforts, which includes financial support for affected families and individuals and the creation of a Disaster Recovery Program to help local communities rebuild. The Disaster Recovery Program provides financial support to municipalities and First Nations that experienced uninsurable infrastructure damage and incurred emergency operations and response costs. Nearby municipalities that opened evacuation centres will also be reimbursed for eligible costs.

While the Government of Alberta has made an initial financial contribution up front, we are aware that assessments to understand the full and actual impacts of the flooding are just getting underway. Our work to determine the full extent of the scale and scope of the damage from the floods will be informed by ministries and affected communities as they plan for and begin their recovery efforts.

Understanding the Framework

The Framework is a guide to ensure the Government of Alberta operates in a coordinated manner to best support the recovery of our province in collaboration with municipalities, First Nations, and individuals. The Government of Alberta is a large institution and different internal entities are assigned to support the flood recovery efforts at different stages. The Framework is in place to ensure everyone involved in flood recovery work is operating with a shared understanding of the core recovery principles, the governance model and the best practices for success.

While the role of the affected communities, also described as municipalities and First Nations, stays consistent throughout the Framework, the role of the Government of Alberta changes. One simple description is that the Agency enables and supports communities during the response and stabilization phases of the Framework. As the work transition to intermediate recovery, the Task Force is put in place to direct and coordinate relevant ministries as they support affected communities and also to enable and support affected communities, and particularly municipalities and First Nations, in their recovery work. Finally, as the work transitions into long-term recovery, the Government of Alberta puts in place a Recovery Coordination Group to support the work to achieve business as usual.

Understanding roles

The local leadership needs to remain at the forefront of the recovery efforts and lead their residents and communities through the recovery. The Task Force will support and enable these communities by overseeing and coordinating the provinces' recovery efforts.

Assistant Deputy Ministers Flood Recovery Task Force

- Provides provincial oversight and coordination of recovery efforts.
- Supports and enables local leadership, authorities, and constituents who remain at the forefront of local recovery efforts.

Communities, municipalities and First Nations will be identifying the priorities and needs for recovery efforts in their local area and will lead these recovery efforts as well as potential future flood hazard mitigation efforts. The Task Force will assign Recovery Coordinators who can assist each with this work and, where necessary, the development of Flood Recovery Action Plans and Flood Hazard Mitigation Plans (as deemed necessary). The Task Force will also ensure these entities have the supports they need, including support required from the relevant ministries.

Municipal/First Nation Recovery Action Plans (and Flood Hazard Mitigation Plans if applicable)

- Municipal/First Nations will identify the priorities and needs for the recovery and flood hazard mitigation efforts in their communities, and will be supported by government ministries and the Assistant Deputy Ministers Flood Recovery Task Force as required.
- Ministries will work with the leadership in municipalities and First Nations to support their Recovery Action Plans and, if needed, Flood Hazard Mitigation plans.
- The Assistant Deputy Ministers Flood Recovery Task Force will assign Recovery Coordinators to communities to assist them, as necessary, with developing their specific Recovery Action Plan and Flood Hazard Mitigation Plan, and will provide support to implement the plans. These Recovery Coordinators will also liaise with other government ministries to identify the most appropriate supports and assistance for local recovery efforts.

Nearly all Government of Alberta ministries are active in some aspect of the flood recovery efforts and each ministry is responsible for developing and executing a Recovery Plan for their ministry. A Government of Alberta Recovery Plan and a Flood Hazard Management Plan will be developed to coordinate and consolidate key provincial level implications of the participating Ministry's plans. The Task Force will be working closely with ministries to enable and facilitate a coordinated and integrated approach to both developing and implementing their respective plans as well as the Government of Alberta plans.

Government of Alberta Recovery Plan and Ministry Recovery Plans

Government of Alberta Flood Hazard Management Plan

- Government of Alberta will develop a Recovery Plan and a Flood Hazard Management Plan based on strategic priorities and provincial implications identified by applicable Ministry plans.
- Ministries will develop and lead their own specific recovery efforts for the facilities, infrastructure, lands and services for which they are responsible.
- Ministries will seek opportunities to collaborate in the development of the above plans, and will coordinate their efforts through the Assistant Deputy Ministers Flood Recovery Task Force.

Governance

The large-scale efforts required to support the social, environmental and economic recovery of Alberta and affected communities, industries and families, requires effective coordination within government and between the government and affected communities.

The flood recovery vision and the flood recovery goals lay the foundation for the work to be accomplished, and the relationships between the responsible parties will make it possible.

The Ministerial Task Force will continue to set direction and make decisions, and specifically policy decisions, on behalf of the Government of Alberta. The ADM Task Force will coordinate the flood recovery work through the lens of this Framework. Specifically, it will support the Ministerial Task Force, direct and coordinate ministries in the development and implementation of their Recovery Plans, and enable and support municipalities and First Nations in the development and implementation of their Recovery Action Plans.

Figure 5 provides a visual representation of the parties accountable for implementing the Framework, and their relationships to one another.

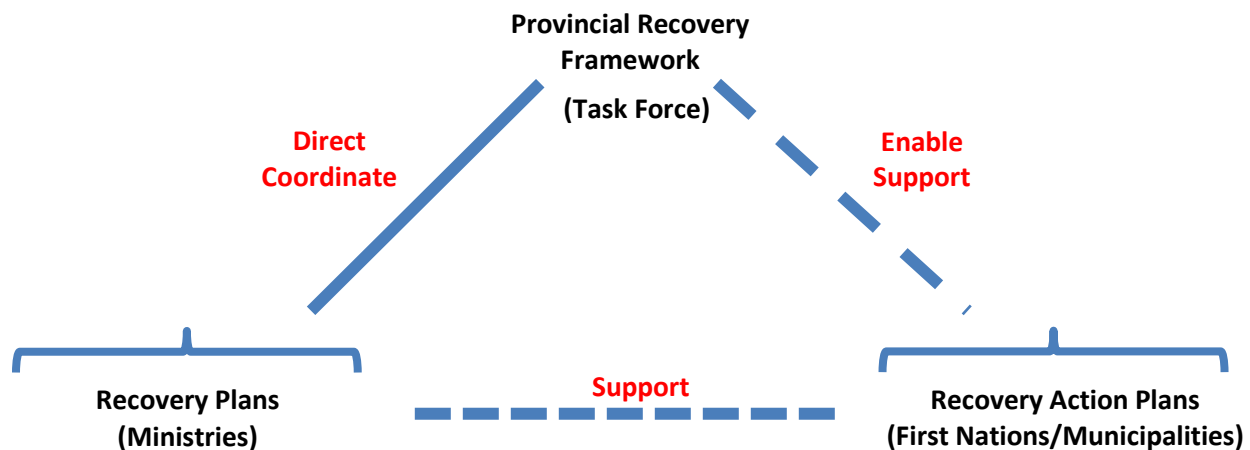


Figure 5: Provincial Recovery Framework Relationships

Best practices for success

One of the primary purposes of working with a province-wide Framework is to guide Alberta's work with best practices. The best practices compiled in the following sections are drawn from literature supporting or compiled as a result of disaster response around the world, including Alberta's response to the 2011 Slave Lake wildfires. They represent practices that can support both the Government and affected communities as we work together on recovery efforts. In particular, there are best practices available to support municipalities and First Nations in their work to develop, resource and implement Recovery Action Plans.

Principles

To get started, the Government of Alberta is drawing on the 11 principles in Table 1 to apply to Alberta's recovery work. We believe aligning our work with these principles is the best way to enable and support Alberta's communities in their long-term path to business as usual. Our belief in these principles is, above all else, founded in the concept of leadership and local autonomy. From the onset of the flooding, Alberta's affected communities indicated and demonstrated they are in the best position to lead their recovery efforts. The Government of Alberta is committed to supporting this leadership, and we believe our work is to ensure our communities have the support to continue in this leadership role through the entire recovery process.

Table 1: Principles of Recovery

<i>Principles of Recovery</i>	
<ul style="list-style-type: none">• Leadership and local autonomy• Individual and family empowerment• Collaboration and coordination• Partnerships and inclusiveness• Communication• Timeliness and flexibility	<ul style="list-style-type: none">• Resilience• Psychological and emotional wellness• Safety• Capture lessons learned• Plan for transition to normal services

Four Recovery Elements

Another best practice that comes out of recovery work is a focus on four core elements:

- People
- Economy
- Reconstruction
- Environment

These four recovery elements are visible in the Government of Alberta’s four priority objectives for provincial recovery, and they are visible in the disaster recovery literature and reports of many international recovery efforts, including the Lesser Slave Lake Regional Wildfire Recovery Plan.

The four recovery elements focus on the pillars of our communities – the people around us, the economy that provides for us, the environment that sustains us, and the infrastructure that ensures our quality of life. Local communities touched by disasters commonly look to the four elements to orient recovery efforts and align activities with partners.

Government of Alberta ministries will align Recovery Plans with the four elements, and also examine the integrated nature of the elements. We believe all of Alberta’s recovery work will focus on achieving objectives related to at least one of these four elements. Table 2 presents meaningful and realistic objectives related to each of the four elements that can support the Government of Alberta’s ministries and affected communities with their planning activities.

Table 2: Recovery Element Objectives

<i>Element</i>	<i>Overarching Objective</i>
People	To ensure the right resources are available to support the overall physical, mental and social well-being of communities, municipalities, First Nations, families and individual Albertans impacted by the floods.
Economy	To nurture an environment that supports the rehabilitation of and reinvestment in disrupted economies and businesses.
Reconstruction	To enable the safe and orderly restoration of flood damaged infrastructure within the affected areas.
Environment	To protect and re-establish the environment to a healthy state and mitigate long term environmental impacts and risks.

Measuring Success

As Alberta develops plans and takes action to recover affected areas of Southern Alberta, there is also an opportunity to develop metrics to measure the effects of our actions.

The Government of Alberta has identified a preliminary list of outcomes and measures of success that, dependant on their plans, will enable the province, municipalities and First Nations to align activities around the four recovery elements. This preliminary list can be found in Appendix A. As the process of recovery efforts continue, the Government of Alberta intends to revisit the list to ensure it continues to reflect the current state of the recovery process.

Communication

While every party will have different capabilities and tools for communicating with residents, best practices support open, two-way communication as much as possible. It is also beneficial to establish a reliable schedule for people to receive updated information. In general, people affected by disaster benefit from frequent communications early on and require less as time goes on. It is also recommended that communications efforts take into account the four recovery elements (people, economy, environment and reconstruction) and support the Framework's vision.

For residents who are displaced or have been impacted by flooding, information is valuable, can signify progress and will convey a sense of progress. For this reason, the Government of Alberta is committed to and encouraging municipalities and First Nations involved in flood recovery efforts to provide the public with information in a timely and comprehensive manner.

Learning

The communities affected by the Southern Alberta floods will recover, and there will come a time when our province will be able to celebrate our perseverance and successes. This will also be a time to look back at our accomplishments and harvest from our learning journey. By documenting our learning experiences, Alberta's future generations can benefit from our experience and be better prepared to respond to other natural disasters.

Appendices

Appendix A: Outcomes for Success

Element	Outcome	Metric
People	Essential services can be accessed by all community members	% of essential services restored relative to pre-flood levels
	Residents want to remain in their communities	Demographic trends for each community
	The overall physical and mental health of Albertans living in affected areas is not disadvantaged	Alberta Health Services data (e.g. hospital visits, counselling services accessed)
	Albertans living in affected areas feel safe, supported and can experience community life	School enrolment rates and recreational centre visitation volumes
Economy	Businesses have access to recovery support tools and programs	Volume data on tools accessed, feedback from the business community on recovery support tools provided
	Business activities resume	Provincial/municipal and GST tax revenue trends in affected communities
Reconstruction	Basic government functions and services are open and operational	Number of schools, health facilities, recreational facilities operational over time
	Residential and commercial units needed are available	Number of housing and commercial units constructed relative to established targets
	Roads, bridges and other transportation services are safe and operational	Number of operational roads, bridges and transportation services relative to pre-flood conditions
	Drinking water, waste water, power and other essential services are operational	Number of fully operational water treatment plants, sewage plants and other essential infrastructure relative to pre-flood conditions
Environment	Flood-based pollution that could affect public health and the environment is monitored, assessed and mitigated	Environmental performance metrics (e.g. contaminants and pollutants) within existing provincial/federal standards
	Environmental well-being of damaged areas is restored	

Appendix B: References and Further Reading

Community Disaster Recovery – A Guide for BC Local Authorities and First Nations, September 2006, Ministry of Public Safety and Solicitor General at: [http://embc.gov.bc.ca/em/Community/Community_Recovery_Planning/Community_Disaster_Recovery_Guide_\(Sep_2006\)_with%20amendments.pdf](http://embc.gov.bc.ca/em/Community/Community_Recovery_Planning/Community_Disaster_Recovery_Guide_(Sep_2006)_with%20amendments.pdf)

Effective Disaster Recovery – What lessons can we learn from Australia’s Black Saturday Bushfires, PWC at: <http://www.pwc.com.au/industry/government/publications/effective-disaster-recovery.htm>

National Response Framework (NRF), FEMA at: <http://www.fema.gov/national-response-framework>

National Disaster Recovery framework, FEMA at: <http://www.fema.gov/national-disaster-recovery-framework>

Slave Lake Lessons Learned, at <http://www.aema.alberta.ca/documents/0426-Lessons-Learned-Final-Report.pdf>

The vision for Cedar Rapids Flood Recovery; Building a Greater Community, at: <http://www.cedar-rapids.org/city-news/Documents/Flood%20Recovery%20Vision%20Brochure%20FINAL.pdf>

Wisdom Gained; The Town of Slave Lake shares its reflections on recovery from the 2011 wildfire (Draft).

Appendix C: Definitions

Assistant Deputy Ministers Flood Recovery Task Force – Comprised of Assistant Deputy Ministers from ministries whose business operations are closely tied to the recovery effort, and is responsible to implementing direction from the Ministerial Flood Recovery Task Force. Chaired by Andre Corbould.

Affected Community – This term is inclusive of those communities that sustained flood damage and of those communities that hosted evacuation sites, sites for the distribution of financial aid, etc.

Alberta Emergency Management Agency – leads the coordination, collaboration and co-operation of all organizations involved in the prevention, preparedness and response to disasters and emergencies.

Disaster Recovery Program – A funding program operated by the Government of Alberta to provide financial assistance to victims and communities affected by natural disasters.

Ministry Recovery Plan (Recovery Plan) – Government of Alberta ministries will develop recovery plans that will be coordinated across government. These plans will identify activities linked to supporting flood recovery in Southern Alberta.

Flood Recovery Task Force – Refers generically to the organizational structure established within the Government of Alberta to coordinate all provincial efforts on recovery. Comprises a Ministerial Flood Recovery Task Force and an ADM Flood Recovery Task Force.

Ministerial Flood Recovery Task Force – Comprised of Cabinet Ministers whose portfolio is substantially involved in the response and/or recovery from the 2013 Floods. This Task Force is chaired by the Minister of Municipal Affairs and the Premier of Alberta is an ex-officious member of this Task Force.

Municipal/First Nation Recovery Action Plan (Action Plan) – This term refers to individualized recovery plans created by and for municipalities and First Nations (excluding those communities whose impact was hosting displaced people).

Provincial Operations Centre – The Provincial Operations Centre is located within the Alberta Emergency Management Agency. It serves as a communication and response coordination centre that is staffed 24 hours a day, 7 days a week. The Provincial Operations Centre is a central point for the collection, evaluation and dissemination of information concerning a single incident or multiple incidents in the province of Alberta. The Provincial Operations Centre is responsible for coordinating the initial response and maintaining support for a response to a natural or human-induced disaster.

Recovery Coordinator – a provincial resource who can assist with: connecting the community with government and industry experts who can help the community with recovery planning or resources; connecting the community with other communities who have dealt with similar issues; and providing information about and access to specialized recovery services that the community may not have experienced before.